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1 December 1949

MEMORANDUM FOR: Assistant Director, ORE
Assistant Director, OCD

SUBJECT: Liaison

REFERENCE: (a) AD/ORE and AD/OCD Joint Memo dated
25 August 1949

1. A careful review of the conflict of opinion expressed in reference (a), fails to convince me that the basic instructions governing the subject of Liaison, require change or extension. I feel that these instructions are couched in language which is sufficiently broad to permit of the administration of a system of liaison between CIA and the other government agencies, which is satisfactory to all. More formal paper organization will avail of nothing that will serve any useful purpose. At this point, it appears to me, that only an injection of active direction personally administered will accomplish the improvement that we all seek.

2. If AD/OCD and AD/ORE cannot mutually agree upon procedures essential to a practicable and frictionless system, for effective operation under administrative functions presently assigned, then it is clear to me that either an overt failure to conform with existing instructions is being practiced, or that an interpretation of such instructions is necessary. In this latter event, I desire that the Chief, COAPS, resolve such issues as may arise from time to time, and inform me in the premises.

3. The following stated functions of OCD must be recognized as controlling; and involved in connection therewith, is an obligation upon other CIA offices, to extend that degree of cooperation as will enable full compliance therewith, by OCD:

"Primary OCD Function:

Provides and arranges direct liaison with other government agencies in order to locate and procure intelligence materials, and coordinates operational liaison contacts between analysts of CIA and other agencies to ensure an adequate exchange of information.

"Subordinate OCD Function:

Maintains rosters of personnel of CIA and other agencies authorized and qualified to conduct operational liaison, coordinates operational liaison contacts, and promotes effective interchange of intelligence information between CIA and other agencies."

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4. All requests, addressed to outside agencies, for documents, materials, unevaluated information, research, etc. required in connection with the production of intelligence and organization therefor, shall be forwarded through OCD.

5. The AD/ORE, however, is authorized to maintain direct and continuing "opposite-number" liaison for the purpose of obtaining Departmental Finished Intelligence, and coordinating CIA Finished Intelligence. The AD/ORE will furnish the AD/OCD with copies of procedural correspondence incident to such transactions.

6. Interdepartmental liaison on a DESK to DESK basis is also authorized for telephonic and personal contacts. This relationship will be developed and established by OCD for ORE, but when once established, shall proceed on a continuing basis. In the event, however, that an ORE Chief of Division, for whom liaison has been regularly established, desires to dispatch one of his subordinates for "opposite-number" contact, and he is successful in making oral arrangements for such contact, reference to OCD is not mandatory. Immediately upon the conclusion of such arrangement, however, he shall inform OCD accordingly. On the other hand, if his efforts are not successful, the chief of Division shall request OCD to set up the contact, on an ad hoc basis.

7. The system for establishing and maintaining liaison with the outside agencies must be workable, without being burdensome and unduly time-consuming, and additionally, must be one which is productive of good relations with such other agencies. But some "record-keeping" is essential, in order to ensure that we do have a coordinated system, as differentiated from a battery of independently spinning wheels. In this connection, OCD must be kept informed of all procedural matters incident to the establishment and maintenance of liaison with outside agencies. No license to BY-PASS OCD, and thereby render OCD incapable of discharging its responsibilities, can be countenanced.

8. OCD will ascertain from outside agencies, their wishes in connection with the establishment of control procedures for maintaining liaison, and will exercise that degree of surveillance over CIA personnel, which will ensure conformance with procedures mutually agreed upon.

9. Absence of genuine cooperation is considered to be the primary evil; an existing need for interpretation and for a well-defined delineation of respective responsibilities, to enable a practicable working system, is secondary. The foregoing is expressed in full recognition of the inability to come up with that which may always be the best solution, without occasional reference to a higher level.

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10. I suggest that the substance of this memorandum be made the subject of discussion down the chain-of-command as appropriate, to give some assurance that we all get in step promptly.

FOR THE DIRECTOR OF CENTRAL INTELLIGENCE

SIGNED
C. E. WINECOFF
Captain, USN
Executive

cc: AD/OSI

WCG/mhb
COAPS-1 December 1949

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